

Message Text

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FM AMEMBASSY TOKYO

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INFO AEC GERMANTOWN

AMEMBASSY VIENNA

AMEMBASSY MOSCOW

AMEMBASSY BRUSSELS

AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY ROME

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E.O. 11652 N/A

TAGS/ IAEA TECH PFOR PARM PORG US

SUBJECT: JAPANESE NEGOTIATION OF NPT SAFEGUARDS ARRANGEMENT
AND NPT RATIFICATION

REPT: IAEA VIENNA 8734 (NOTAL)

SUMMARY: INFORMATION PROVIDED EMBASSY ON SCENARIO FOR
GOJ-IAEA NEGOTIATIONS OF VERIFICATION AGREEMENT, INCLUD-
ING IMPORTANCE ATTACHED TO CREATION OF TECHNICAL SAFE-
GUARDS COMMITTEE, GENERALLY COFIRMS THAT CONTAINED IN
REFTEL, NEVERTHELESS, DESPITE OPTISM ON SUCCESSFUL
CONCLUSION OF IAEA NEGOTIATIONS, IMAI AND OTHER SENIOR
OFFICERS EXPRESS CONSIDERABLE CONCERN OVER DOMESTIC
POLITICAL PROSPECTS FOR RATIFICATION AND BELEIVE FOREIGN
MINISTER KIMURA MAY HAVE OVERLY OPTIMISTIC VIEW. THEY
ATTACH IMPORTANCE TO STRONG US EPXRESSION OF INTEREST
IN TREATY. END SUMMARY.

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1. IN RECENT CONVERSATION WITH EMBOFF, R. IMAI, FONOFF

SAFEGUARDS CONSULTANT, STATED THAT GOJ IS SEEKING ON LOW-KEY BASIS TO GREASE SKIDS FOR RAPID CONCLUSION OF IAEA SAFEGUARDS AGREEMENT WHEN CURRENT INHIBITION OF NEGOTIATIONS IS LIFTED. INHIBITION CONTINUES TO BE OPPOSITION BY KINJI MORIYAMA, SCIENCE & TECHNOLOGY MINISTER, TO CONCLUSION OF TREATY. FAVORABLE TACTIC IS TO WAIT OUT MORIYAMA'S PROBABLE REPLACEMENT IN EXPECTED NOVEMBER CABINET RESHUFFLE (IF OOT EARLIER) BEFORE BEGINNING FORMAL NEGOTIATIONS WITH IAEA, RATHER THAN RISKING HEAD-ON CONFRONTATION WITH MORIYAMA.

2. IMAI CLAIMED THAT, ON BASIS RECENT SOUNDINGS WITH VIENNA, JAPAN-IAEA AGREEMENT COULD BE CONCLUDED WITHIN TEN DAYS AFTER NEGOTIATIONS BEGIN, THIS RAPID PROGRESS DEPENDENT ON SEVERAL UNDERSTANDINGS, WHICH IMAI BELIEVES ARE ACCEPTABLE TO IAEA. ACCORDING TO IMAI, THERE ARE:

- A) ELIMINATION FROM JAPANESE SUBSIDIARY ARRANGEMENTS OF "EURATOM SAMPLE CALCULATION" OF INSPECTION EFFORT. IMAI CLAIMS THERE IS NO PROBLEM IN MEETING THIS CONDITION, SINCE AGENCY NOW AGREES STATISTICAL BASIS FOR CALCULATION IS NOT SOUND.
- B) MAINTENANCE OF PRINCIPLE OF EQUALITY OF TREATMENT WITH EURATOM, AND UNDERSTANDING THAT IF EURATOM ARRANGEMENT "WORKS", JAPAN WILL GET SAME ARRANGEMENT.
- C) CONCLUSION OF "MEMORANDUM OF UNDERSTANDING" WITH IAEA ON STATUS OF JAPAN'S INSPECTORATE, WHICH WILL SERVE AS A FRAMEWORK FOR THE NEGOTIATION OF SUBSIDIARY ARRANGEMENTS. AS EXPLAINED BELOW, GOJ WOULD NOT EXPECT TO HAVE COMPLETED NEGOTIATION OF SUBSIDIARY ARRANGEMENTS PRIOR TO SUBMISSION OF TREATY PACKAGE TO DIET EARLY NEXT YEAR.
- D) ESTABLISHMENT OF IAEA "STANDING TECHNICAL COMMITTEE" ON SAFEGUARDS. IMAI'S DESCRIPTION OF THIS COMMITTEE CONFORMS CLOSEST TO THAT IN REFTEL, AS DOES HIS CLEAR STATEMENT THAT THIS IS CONDITION PRECEDENT TO NPT RATIFICATION. IMAI STRESSED THAT GROUP WOULD DEAL WITH SYSTEM IN GENERAL AND WOULD NOT BECOME INVOLVED IN ADJUDICATION OF SPECIFIC DISPUTES OR VIOLATIONS. HE ALSO CLAIMED AGENCY, INCLUDING ROMESTCH, NOW AGREEABLE TO ESTABLISHMENT OF SUCH A COMMITTEE.
- E) GOJ VOICE IN FUTURE IMPROVEMENT OF SAFEGUARDS TECHNOLOGY. IMAI WAS NOT CLEAR ON HOW THIS WOULD BE ENSURED.

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GOJ MEMBERSHIP ON COMMITTEE WOULD PRESUMABLY BY PART OF MECHANISM.

3. IN GENERAL AGREEMENT WITH SCHEDULE OUTLINED IN REFTEL, IMAI STATED THAT PACKAGE TO BE SUBMITTED TO DIET AT TIME OF SEEKING NPT RATIFICATION WOULD INCLUDE, IN ADDITIONAL TO TREATY ITSELF, THE IAEA VERIFICATION AGREEMENT AND PROTOCOL, THE REPORT OF THE NOVEMBER 1973 IAEA SAFEGUARDS PANEL-

MEETING IN TOKYO, AND THE MEMORANDUM OF UNDERSTANDING REFERRED TO ABOVE, IN ADDITIONAL, GOJ WOULD BE PREARED TO SUBMIT, AT APPROPRIATE TIME IN DEBATE, AN AUTHORITAVE STATEMENT DEMONSTRATING ENDORESMENT BY JAPANESE INDUSTRY OF THE SAFEGUARD ARRANGMENETS. HOPED-FOR SCHEDULE OF SUBMISSION OF THIS PACKAGE IS SOON AFTER JANUARY 1, 1975.

4. DESPITE IMAI'S OPTIMISN ON CONCLUSION CONCLUSION OF SAFEGAUARDS ARRANGEMENTS, IMAI, AS WELL AS OTHER SENIOR OFFICIALS CONCERNED WITH NPT RATIFICATION HAVE SERIOUS AND GROWING DOUBTS ABOUT POLITICAL ACCEPTABILITY OF GOVERNMENT PLANS TO SEEK RATIFICATON. APRT OF PROBEL IS LACK OF POLITICAL LEADERSHIP IN DIET TO MANGE RATIFICATION PROCESS. PARADOXICALLY, KUMURA'S APPOINTMENT AS FOREIGN MINISTER HAS LEFT LOWER HOUSE FORIEGN AFFAIRS COMMITTEE WITHOUT STRONG ADVOCATE TO PUSH RATIFICATION. FONOFF ITSELF ALSO LACKS EFFECTICE LEADERSHIP BELOW LEVEL OF MINISTER HIMSELF. SUGIHARA'S ROLE IS LIMITED TO SUPER-VISION OF NPT NEGOTIATIONS. NO ONE IN FONOFF PRESENTLY IN CHARGE OF DELICATE NEGOTIATIONS WITH LDP ITSELF, WHERE MAJOR OPPOSITION STILL EXISTS, OR WITH OTHER PARTIES, ALTHOUGH SUGIHARA HOPES THAT SUCH APPOINTMENT WILL BE MADE. EMBOFF HAS BEEN INFORMED, FOR EXAMPLE, THAT AT RECENT LDP NATIONAL SECURITY COMMITTEE MEETING, WIDESPREAD OPPOSITION WAS VOICED TO NP RATIFICATION ON GOUNDS JAPAN'S SECURITY NOT ASSURED. (WHILE THIS COMMITTEE COMPRISED LARGELYBY RIGHT WING "HAWKS", RATHER THAN BALANCED CORSS SECTION OF PARTY, IT NEVERTHELESS IS IFLUENTIAL VOICE IN LDP AFFAIRS.) NAKASONE HAS STILL NOT COMMITTED HIMSLEF ON TREATY, AND MORIYAMA, EVEN AFTER REPLACMEENT AS STA MINISTER, MIGHT EXERT CONSIDERABLE INFLUENCE IN OPPOSITION TO TREATY. IN SUMMARY, SENIOR STAFF LEVEL CONCERN IS THAT KIMURA MAY BE OVERLY OPTIMISTIC CONCERNING

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PROSPECTS FOR TREATY RATIFICATION.

5. THEY ALSO BELEIVE THAT, WHILE RATIFICATION IS INTERNAL ISSUE, CLEAR STATEMENTS OF US SUPPORT FOR TREATY CAN PLAY IMPORTANT POSITIVE ROLE.

6. EMBASSY COMMENT: IMAI'S DESCRIPTION OF SCENARIO FOR IAEA NEGOTIATIONS, WHICH ESSENTAIALY IN AGREEMENT WITH THAT REPORTED REFTEL, SEEMS GENERALLY REASONABLE, BASED ON EMBASSY'S LIMITED KNOWLEDGE OF IAEA SCENE, ALTHOUGH HIS ESTIMATE OF CONCLUSION OF NEGOTIATION IN TEN DAYS SOUND OPTIMISTIC ON BASIS OF PAST EXPERIENCE. EMBASSY WOULD APPRECIATE VIENNA'S VIEWS ON PROSPECTS FOR SUCCESSFUL NEGOTIATION, INCLUDING TIME ELELENT AND ACCEPTABILITY OF COMMITTEE (WHICH IMAI SEEMS

TO CONSIDER AS ASSURED).
HODGSON

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